

5.8 HISTORIC, ARCHITECTURAL, ARCHAEOLOGICAL AND CULTURAL RESOURCES

5.8.1 Background

In accordance with FAA Order 5050.4, *Airport Environmental Handbook*, an Environmental Impact Statement (EIS) must include an investigation of impacts due to Federal undertakings upon areas of historic, architectural, archaeological, or cultural significance.¹ Applicable Federal regulations are outlined in this section followed by an assessment of the impacts on the resources resulting from the Proposed Action.

Section 106 of the National Historic Preservation Act (16 U.S.C. 470f) and the Section 106 regulations (36 C.F.R. 800 as revised effective January 11, 2001) require that any Federal agency “take into account the project’s effect on historic properties and give the Indiana State Historic Preservation Officer and another Federal agency, the Advisory Council on Historic Preservation, a reasonable opportunity to comment on the project.” Historic property, in this usage, is defined as any district, building, structure, object, or site that is either listed in or eligible for the National Register of Historic Places.

Potential impacts on cultural resources include direct and indirect impacts. Direct impacts are caused by the action and occur at the same time and location. Indirect impacts occur later in time or farther removed in terms of location, but are still reasonably foreseeable. The physical displacement, demolition or alteration of a resource is a direct impact. Changes in the use, operation or character of the resource may be either a direct or indirect impact. Cumulative impacts result from incremental impacts of the action when added to other past, present and reasonably foreseeable future actions. “Impacts,” as used in CEQA regulations, and “effects,” as used in National Historic Preservation Act of 1966 (NHPA), are synonymous.

NHPA defines an “effect” as “an undertaking (that) has an effect on a historic property when the undertaking may alter the characteristics of the property that may qualify the property for inclusion in the National Register.” The regulations require the lead agency, in consultation with the State Historic Preservation Officer (SHPO), to determine whether that effect is adverse. The criteria of adverse effect states that “an undertaking is considered to have an adverse effect when the effect on a historic property may diminish the integrity of the property’s location, design, setting, materials, workmanship, feeling, or association.”

¹ Federal Aviation Administration & U.S. Department of Transportation. *Airport Environmental Handbook*, (Order 5050.4A, Section 47 (e) (8)). 1985.

5.8.2 Methodology

As a part of the EIS process, contact has been made to the Indiana Department of Natural Resources. Three letters in reply have been received (included in Appendix C). In the letters from the Indiana SHPO or his representative (dated February 15, 2002, April 8, 2003, and February 13, 2004), the need for a reconnaissance level archaeological survey was identified for all portions of the project area that have not been previously disturbed by excavation, grading or filling.²

Indications of previously disturbed conditions were found during the field investigation of the project area to the northwest of the airport. These disturbances include sand mining in the central portion of the project area and filling in a gravel handling operation in the northern portion. Piles of concrete, metal debris and tires were found throughout the southern portion.³ There are also disturbed conditions on the Conservation Chemical site as a result of cleanup activities.

In order to determine and document whether the Proposed Actions were to occur in areas that had been previously studied, an archaeological records review was commissioned. This review was completed by the Archaeological Resources Management Service of Ball State University, one of the archaeologists included on the qualified professional list provided as an attachment to the SHPO correspondence. The records check used site records, maps and materials on file at the Archaeological Resources Management Service and the Department of Natural Resources, Division of Historic Preservation and Archaeology to locate, identify and evaluate the known and expected archaeological resources within the project area. The records search was conducted to evaluate the potential impact of the project upon archaeological resources and was submitted to the Indiana SHPO in December 2003.

Because the Proposed Action is to occur within the Indiana Lake Michigan Coastal Program (LMCP) area, the applicable summary matrix of laws and guidance documents for this environmental category has been reviewed to confirm that all state and local regulations have been considered in this EIS. The matrix on Recreation, Access, and Cultural Resources issues can be found in **Appendix C** for reference. Matrix 5-6 Cross-reference of Recreation, Access, and Cultural Resources Laws and Guidance Documents has been reviewed by the consulting team to confirm that all the identified items have been considered in the evaluation of the historic, architectural, archaeological and cultural impacts as described in this section.

² Indiana Department of Natural Resources, correspondence dated February 15, 2002, April 8, 2003, and February 13, 2004.

³ Gary/Chicago Airport Authority, prepared by J.F. New & Associates, Inc. *Wetland Delineation Report*, Gary-Chicago Airport Project, Lake County Indiana. August 23, 2002.

5.8.3 Existing Conditions -- 2000

Land within the project area is presently active or abandoned industrial and residential property, existing railroads and roadways (including a portion of Interstate 90), and the disturbed runway safety area, runway object free area and runway protection zone..⁴

5.8.4 Future Conditions – 2007

5.8.4.1 No Action

The No Action scenario assumes the airport would continue to operate without any new development. Under these conditions the project area would continue to function as it is today, with active or abandoned industrial and residential properties, existing railroads and roadways in close proximity to the existing 7,000-foot runway.

5.8.4.2 Improvements to Existing Runway 12-30 to Conform to Current FAA Standards

Various improvements to the existing Runway 12-30 are required to conform to current FAA Standards. These improvements include the acquisition of land northwest and southeast of the runway. The initial acquisition of land would allow for the relocation of the EJ&E Railway to the northwest of its existing route. In addition, providing a standard runway safety area on both runway ends would require acquisition of approximately 180 acres northwest of the airport. The area is primarily undeveloped disturbed land that supported past industrial and material storage activities. This land acquisition area does not include any homes.

In addition to land located northwest of the primary runway, the FAA recommends that airports have positive control over the land under the runway protection zones off both ends of the runway. Southeast of Runway 12-30, the Gary/Chicago International Airport's control of land is limited in some cases to an avigation easement (easement providing air rights over the parcel). There are homes located within the future runway protection zone based on providing an FAA standard runway safety area on Runway 30. To increase the margin of safety and to ensure compatibility (not to extend the runway) the Gary/Chicago International Airport proposes to acquire these homes as opportunity and funding allow. The area to be acquired includes 61 parcels with 42 homes and one business, totaling approximately 20 acres.

Based upon the *Archaeological Records Review*, conducted by Archaeological Resources Management Service (November 2003), the land within the proposed project area has been extensively disturbed by industrial, railroad and urban usage. The likelihood of intact prehistoric

⁴ Archaeological Resources Management Service, *Archaeological Records Review, Gary/Chicago Airport, Lake County, Indiana*, November 19, 2003.

archaeological sites or structures is unlikely.⁵ The area under consideration has not been covered by an archaeological reconnaissance, according to records on file.

Information on file at the Archaeological Resources Management Service and The Indiana Department of Natural Resources, Division of Historic Preservation and Archaeology shows that at least 513 archaeological sites have been recorded in Lake County. One site is recorded within the project area (**Exhibit 5.8-1**). Site 12-La-64 was located south of Runway 12-30 and consisted of buried human remains and associated artifacts. The site was discovered during the construction of the South Shore Railroad. The site was investigated by Charles Faulkner and contained a grit tempered ceramic vessel and a stone pipe. The only part of the burial that was saved was a mandible. No mention is made on the site form about the disposition of the remaining skeletal material, although it appears to have been removed when the South Shore Railroad was constructed. Additional disturbance to that portion of the project area by the construction of Interstate 90, a sewage disposal plant and residential development has, in all likelihood, destroyed any archaeological deposits located near the burial.⁶

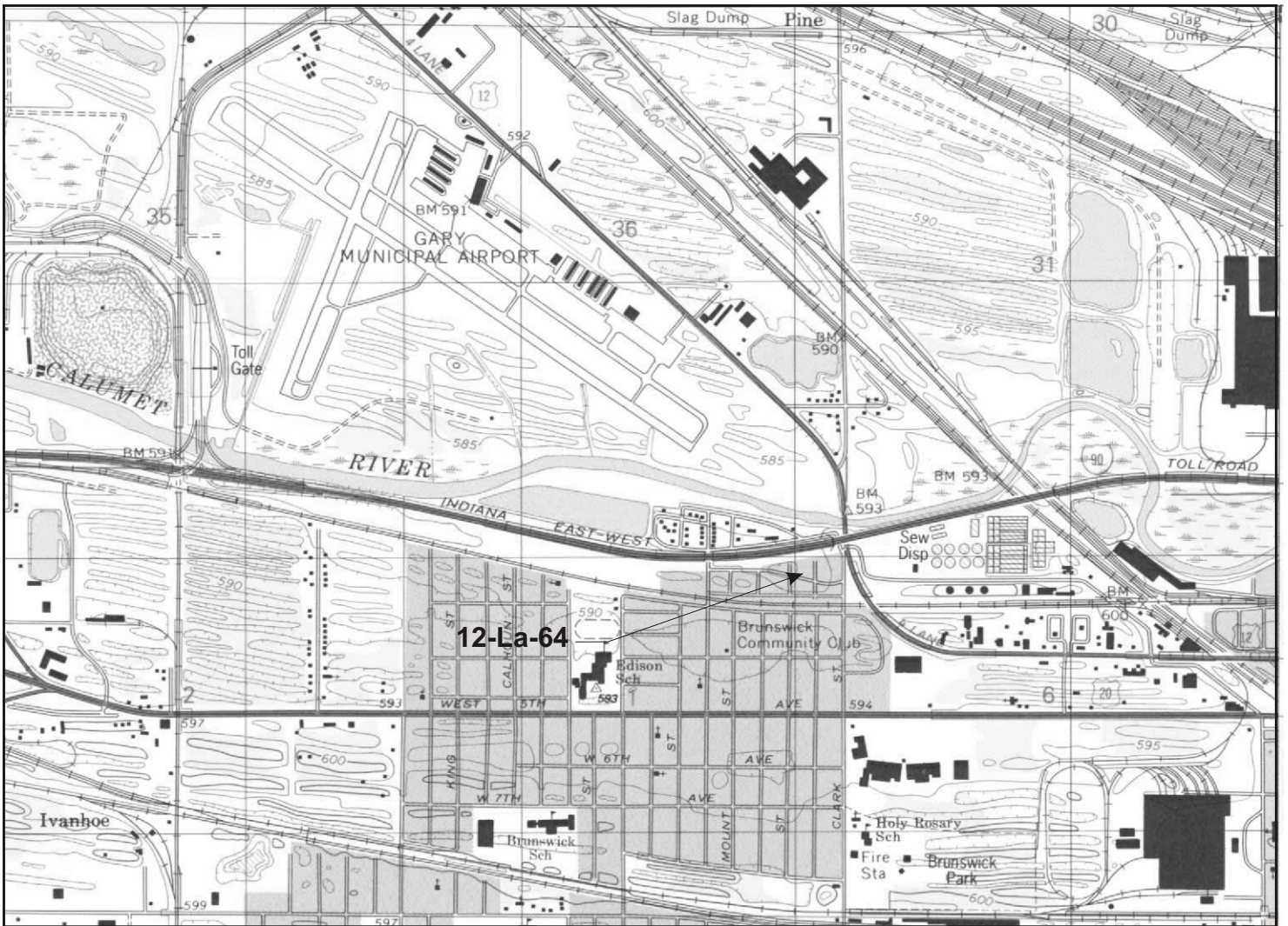
No other archaeological sites are recorded within one mile of the proposed project areas. No known historic cemeteries within the project area were revealed in a search of DHPA .

A review of the Indiana Historic Sites and Structures Inventory (Ralston 1996: 120-121) for Lake County shows 44 historic structures in the Gary-Brunswick area of Calumet Township. One historic structure is located within the portion of the project area south of Runway 12-30 and would be impacted by the project (see **Exhibit 5.8-2**). This structure is rated "C" by Historic Landmarks Foundation of Indiana, as "a contributing property that meets basic inventory criterion of being pre-1945 and is important to the continuity of the area's historic fabric." Individually, however, it would not qualify to be listed in the National Register of Historic Places.

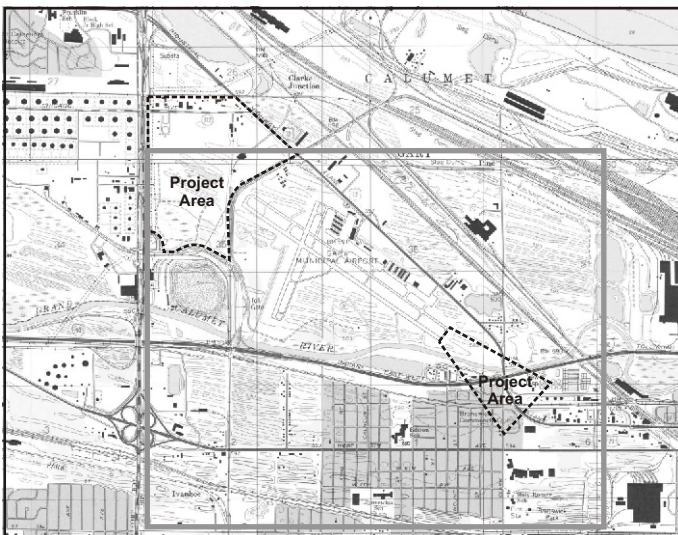
Located in northwest Gary within the community of Brunswick, a house at 143 Porter Street is listed as #19991, an example of Colonial Revival architecture c. 1935. Other historic structures in close proximity to the project area are site #19992 at 312 Porter Street, #19993 at 320 Porter Street, #19994 at 328 Porter Street; houses that are examples of bungalow architecture c. 1925, site #19995, a house at 325 Matthews Street, and an example of gable-front vernacular/architecture c. 1930; and #19996, a house at 348 Matthews Street, an example of

⁵ Archaeological Resources Management Service, *Archaeological Records Review, Gary/Chicago Airport, Lake County, Indiana*, November 19, 2003.

⁶ Archaeological Resources Management Service, *Archaeological Records Review, Gary/Chicago Airport, Lake County, Indiana*, November 19, 2003.



Source: Gary/Chicago Airport Archaeological Records Review, Archaeological Resources Management Service, Ball State University, November 19, 2003.



North

 Not to Scale



EXHIBIT 5.8-1 Findings of Archaeological Records Review

April 8, 2004

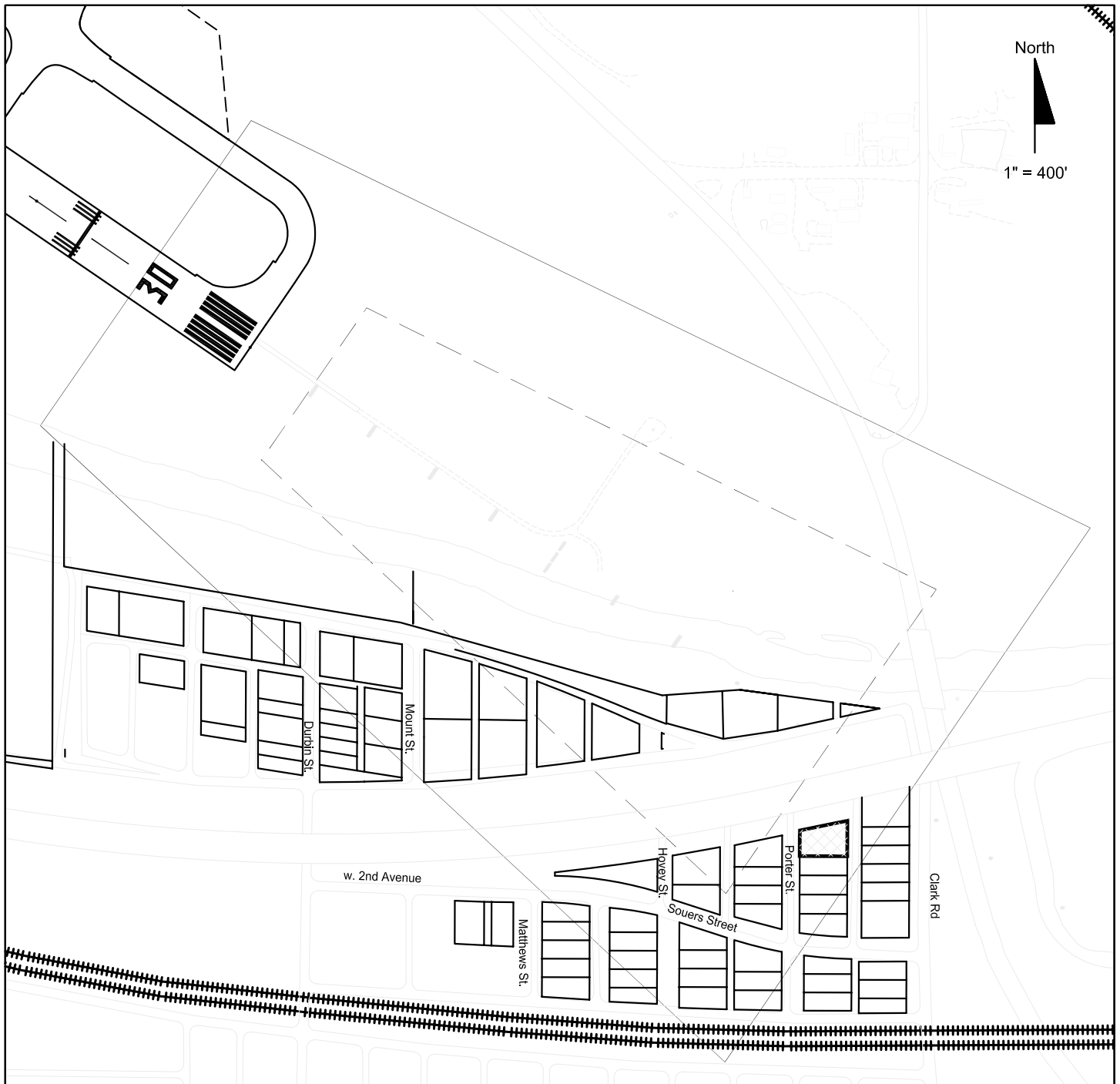


EXHIBIT 5.8-2
Historic Structure Location
April 8, 2004

bungalow architecture c. 1930. Gary-Brunswick is not considered a historic district, but represents a residential area of the mid-twentieth century during Gary's thriving industrial economic expansion.

In addition to the project area, historic/archaeological and hazardous material assessments will be conducted of the potential wetland mitigation locations as needed to meet regulatory guidance in determining if there would be any potential significant negative impacts associated with that mitigation location.

5.8.4.3 Improvements to Provide Additional Runway Length on Runway 12-30

The existing Runway 12-30 will be extended to provide additional runway length totaling 8,900 feet. These improvements are proposed to occur simultaneously with and require the accomplishment of the improvements to existing Runway 12-30 to conform to FAA standards.

Indications of previously disturbed conditions were found in the area to the northwest of the runway during the wetland field investigation. These disturbances include sand mining in the central portion of the project area and filling in a gravel handling operation in the northern portion. Piles of concrete, metal debris and tires were found throughout the southern portion.⁷ There are also disturbed conditions on the Conservation Chemical site as a result of cleanup activities.

The northwest runway protection zone (RPZ) for the proposed runway extension would cross Cline Avenue and overlap area of approximately 10 acres and one tank of the existing fuel farm. An easement would be purchased for this area and the one tank located inside the future RPZ would be removed. The land has been previously disturbed with the tanks and containment facilities. A field survey would have been necessary had the area not been previously disturbed.

5.8.4.4 Expansion of Existing Terminal

The modest terminal expansion is proposed as a part of the Proposed Action to expand the terminal building and apron area to the maximum size that is possible without a major reconfiguration within the existing terminal area.

5.8.4.5 Acquisition and/or Reservation of Sites for Future Passenger Terminal and Air Cargo Facilities

Two sites have been identified to be acquired and reserved for potential future aviation-related activities, including the development of a potential future passenger terminal and new air cargo facilities. The site for the potential new cargo facility is a remnant parcel from the land acquisition

⁷ Gary/Chicago Airport Authority, prepared by J.F. New & Associates, Inc. *Wetland Delineation Report*, Gary-Chicago Airport Project, Lake County Indiana. August 23, 2002.

requirements for the runway improvements. An additional 25 acres of land acquisition, held by six landowners, is associated with the assembling of land for the potential long-term passenger terminal facilities to meet long-term needs of the Gary/Chicago International Airport.

5.8.5 Summary of Findings

The conclusions of the *Archaeological Records Review*, conducted by Archaeological Resources Management Service, are that the project be allowed to proceed without additional archaeological assessment.⁸ In their February 13, 2004 letter, the Indiana SHPO identified that the “staff of the SHPO has conducted an analysis of the materials dated January 15, 2004 and received on January 23, 2004 for the improvement of the Gary/Chicago International Airport including railroad relocation, improved passenger terminal and air cargo areas. Based upon the documentation available to the staff of the Indiana SHPO and the results of the archaeological records review, we have not identified any historic buildings, structures, districts, objects, or archaeological resources listed in or eligible for inclusion in the National Register of Historic Places within the probable area of potential effects. This identification is subject to the following condition –the project activities remain within areas disturbed by previous construction.” The SHPO has requested that the FAA analyze the information that has been gathered and make the necessary determination and finding. After the FAA makes the necessary determinations and findings it needs to be forward to the Indiana SHPO.

5.8.6 Mitigation

Per the Indiana SHPO’s request, the FAA submitted a determination to the SHPO of “no affect on historical properties.” Although mitigation is not required or proposed, if artifact concentrations, archaeological features or burials are encountered during construction, the project must be halted and the archaeologist in the Division of Historic Preservation and Archaeology of the Department of Natural Resources contacted for an evaluation before the project resumes.

⁸ Archaeological Resources Management Service, *Archaeological Records Review, Gary/Chicago Airport, Lake County, Indiana*, November 19, 2003.